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Follow-up to the Fourth World Conference on Women and to the special session of the General Assembly entitled "Women 2000: gender equality, development and peace for the twenty-first century"

Measures taken and progress achieved in the follow-up to and implementation of the Fourth World Conference on Women and the special session of the General Assembly entitled "Women 2000: gender equality, development and peace for the twenty-first century", especially in mainstreaming gender perspectives in entities of the United Nations system

Report of the Secretary-General**

Summary

The present report assesses the implementation of the gender mainstreaming strategy within the United Nations system, based on inputs received from United Nations entities as well as the work of the Special Adviser on Gender Issues and Advancement of Women and the Inter-Agency Network on Women and Gender Equality. As requested by the Commission in its resolution 47/2, the report addresses some of the remaining gaps in policy frameworks and institutional mechanisms for gender mainstreaming, and in incorporating gender perspectives into programme activities.

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Introduction

1. The Fourth World Conference on Women in Beijing in 1995 endorsed gender mainstreaming as a strategy for promoting equality between women and men. Governments and the United Nations made commitments to consider the realities of women and men and the potential impact of planned activities on both women and men before any decisions were taken. Implementing the mainstreaming strategy within the United Nations system itself, and supporting the implementation of the strategy by Member States, is one of the most important means for the United Nations to further the advancement of women and promote gender equality throughout the world.

2. Gender mainstreaming entails bringing gender perspectives to the centre of attention in all areas of societal development (economic, political and social) and in all types of activities. This involves identifying and addressing relevant gender perspectives in data collection and research, analysis, legislation, policy development, the development of projects and programmes, as well as in training and other institutional development activities. Mainstreaming can reveal a need for changes in goals, strategies and activities to ensure that both women and men can influence, participate in and benefit from development processes. It can require changes within organizations — in approaches, structures, procedures and organizational cultures — to create organizational environments which are conducive to the promotion of gender equality.

3. The General Assembly, in its resolution 57/182 of 18 December 2002, called upon entities of the United Nations system, within their respective mandates, to take effective action to achieve full and effective implementation of the Beijing Declaration and Platform for Action and the outcome of the twenty-third special session of the Assembly, and to promote an active and visible policy of mainstreaming a gender perspective, including through the work of the Division for the Advancement of Women and of the Office of the Special Adviser on Gender Issues and Advancement of Women and the maintenance of gender units and focal points. The Assembly also reaffirmed that the Commission on the Status of Women would continue to play a central role in that regard, and encouraged Governments and relevant actors of the United Nations system and civil society to continue to support the work of the Commission.

4. The Commission on the Status of Women, in its resolution 47/2,[1] with a view to providing critical input towards the review of implementation of the Economic and Social Council agreed conclusions 1997/2 on gender mainstreaming in 2004,[2] requested the Secretary-General to provide an assessment of the remaining gaps in frameworks for gender equality policies and strategies and the mainstreaming of gender perspectives into all policies and programmes of the entities of the United Nations, and proposals for addressing these gaps; an assessment of the role and effectiveness of existing institutional mechanisms with a view to effecting their increased use in delivering the desired outcomes on gender equality; an overview of monitoring mechanisms for gender mainstreaming currently in place in the entities of the United Nations system; an assessment of the impact of policies and strategies designed to enhance attention to gender perspectives in all policies and programmes of the United Nations system; and an assessment of the most pertinent gaps in sex-disaggregated data and gender-specific information across all policy and programme areas.

5. The present report, submitted in response to the above resolution, outlines progress in gender mainstreaming within the United Nations system.[3] There have been many achievements since consistent efforts to implement gender mainstreaming began in 1995, but gaps in implementation remain. The report is based on an analysis of inputs received from United Nations entities[4] and the findings of the work of the Office of the Special Adviser on Gender Issues and Advancement of Women and the Inter-Agency Network on Women and Gender Equality. The report analyses progress made and highlights remaining gaps and challenges. It does not provide a comprehensive overview, but gives some examples of good practice. The report suggests further measures which the Commission on the Status of Women may wish to recommend to enhance implementation and impact of the gender mainstreaming strategy.

I. Inter-agency support for gender mainstreaming

6. The Inter-Agency Network on Women and Gender Equality (IANWGE), chaired by the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women, plays a critical role in the promotion, support and monitoring of gender mainstreaming throughout the United Nations system. The network of gender specialists and focal points brings together representatives of more than 60 United Nations bodies to share experiences and good practice on gender mainstreaming. An annual workshop on gender mainstreaming is organized by the Network for its members. Through a system of task forces, the Network has been able to contribute effectively to the development of methodologies for gender mainstreaming in different areas, such as programme budgets, financing for development, information and communication technologies (ICTs), peace and security, and Common Country Assessments and United Nations Development Assistance Frameworks (CCA/UNDAFs).

7. In 2003, a number of new task forces were established which focus on gender mainstreaming. The Gender and Water Task Force, chaired by the Division for Sustainable Development of the Department of Economic and Social Affairs, consists of both water and gender focal points from 13 United Nations funds and programmes and 4 non-United Nations entities. It focuses on mainstreaming in the work of the Millennium Project Task Force on Water and Sanitation and in the follow-up to the World Summit on Sustainable Development, including in the sessions of the Commission on Sustainable Development. The Task Force on Gender and Trade, chaired by the United Nations Conference on Trade and Development (UNCTAD) and consisting of 16 United Nations entities, as well as the Commonwealth Secretariat and the Gender Equality Network of the Organisation for Economic Cooperation and Development Assistance Committee (OECD/DAC), sensitizes policy makers and promotes gender perspectives in national and international policies, global economic processes and trade agreements.

8. The Task Force on Gender and Millennium Development Goals, chaired by the United Nations Development Programme (UNDP) and the World Bank, cooperated with the OECD/DAC Gender Equality Network and the Multilateral Development Bank Working Group on Gender in organizing a Workshop on Gender Equality and the Millennium Development Goals in Washington, D.C. in November 2003. The Task Force on Gender and ICT, chaired by the International Telecommunication Union (ITU), made contributions to preparations for the World Summit on the

Information Society in December 2003. The task force compiled a compendium of past, current and planned projects on gender and ICTs within the United Nations system.

9. A number of other inter-agency bodies have striven to bring greater attention to gender perspectives in their work. The United Nations Development Group working group on CCA/UNDAF quality assurance included gender as an indicator for success in the quality support and assurance system and in the revised CCA/UNDAF guidelines. The Inter-Agency Standing Committee's (IASC) Task Force on Gender and Humanitarian Response, co-chaired by the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP), commissioned a study on the incorporation of gender issues into the consolidated appeals processes. The plan of action prepared by the IASC Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises, co-chaired by the Office for the Coordination of Humanitarian Affairs and UNICEF, formed the basis for the Secretary-General's bulletin of October 2003[5] on special measures for protection from sexual exploitation and sexual abuse.

10. At an inter-agency and expert meeting on the Millennium Development Goals indicators, jointly organized by the Statistics Division of the Department of Economic and Social Affairs and UNDP in November 2003, suggestions were put forward for the improvement of indicators to monitor gender equality. The Inter-Agency Coordination Group on Mine Action is developing guidelines for integrating gender dimensions in mine-action programmes.

11. Many entities are also involved in other inter-agency activities as members of gender networks or ad hoc thematic groupings, including country theme groups. With support from the United Nations Joint Programme on HIV/AIDS (UNAIDS), the Global Coalition on Women and AIDS was launched by an informal grouping of United Nations organizations, Governments, bilateral agencies, NGOs and others seeking to collaborate on innovative efforts to assist women in mitigating the effect of HIV/AIDS on their daily lives. The Inter-Agency Task Team on Gender and AIDS[6] focuses on improved coordination of policies and has updated the UNAIDS Resource Packet on Gender and AIDS as a reference and guide.

II. Policy and strategy frameworks for gender equality

A. Gender equality policies and strategies

12. The majority of United Nations entities have policies and/or strategies for gender equality which use gender mainstreaming as the major approach for achieving their goals. Many were developed in connection with the Fourth World Conference on Women in 1995 or its follow-up, the twenty-third special session of the General Assembly in 2000. Several United Nations entities have developed new policies and strategies or revised existing ones in recent years. Entities also stressed that the Economic and Social Council agreed conclusions 1997/2 on gender mainstreaming continue to provide an important additional framework.

13. Examples of gender equality frameworks include the Gender Mainstreaming Implementation Framework for 2002-2007 in the United Nations Educational and Cultural Organization (UNESCO) and the Plan of Action 2003-2006 on

Mainstreaming a Gender Perspective in the International Fund for Agricultural Development (IFAD) Operations.

14. In a number of entities, gender equality policies or strategies were developed in the context of the preparation of medium-term plans or programme budgets. The WFP Gender Policy 2003-2007 was incorporated into the organization's most important planning tools: the Strategic Plan 2004-2007 and the Management Plan 2004-2005. The Gender and Development Plan of Action in the Food and Agriculture Organization of the United Nations (FAO) was updated in 2003, in the context of the preparation of the medium-term plan for 2002-2007, through a process of consultation with other divisions within the organization.

15. Some newly developed or revised gender equality policies include implementation tools and methodologies, as well as monitoring mechanisms. Some entities have also developed implementation or action plans for existing gender equality policies and strategies. The IFAD new plan of action on gender mainstreaming in IFAD operations contains 25 activities and time-bound indicators to measure progress and to ensure institutional accountability. IFAD is finalizing new baseline surveys for its gender plan of action to establish benchmarks against which future targets can be set. Prepared in the context of the medium-term programme framework 2004-2007, the gender policy of the United Nations Industrial Development Organization (UNIDO) provides a framework for gender mainstreaming and specific recommendations for implementation through the development of tools and methodologies.

16. Involvement of staff in the development of strategies and action plans increases ownership and the capacity for implementation. The Department for Disarmament Affairs developed a Gender Action Plan in 2003, through a consultative process. The Office for the Coordination of Humanitarian Affairs is developing an action plan using a similar methodology.

17. High-level endorsement of gender equality policies and organizational commitment to the gender mainstreaming strategy has proved to be an effective means of facilitating implementation. Following the revision of the gender policy in the United Nations Fund for Human Settlements (UN-Habitat) in 2002, the Governing Council of the United Nations Human Settlements Programme, at its nineteenth session (May 2003), adopted resolution 19/16 on women's role and rights in human settlements development and slum upgrading as further guidance on gender mainstreaming. UNCTAD noted progress in gender mainstreaming following the recommendation of the Commission on Enterprise, Business Facilitation and Development of the Trade and Development Board for the mainstreaming of gender perspectives in all areas of work.

18. Experience has shown that the existence of a clear policy and action plan for gender equality facilitates attention to gender perspectives in the policy and operational work of organizations. Gender equality policies and action plans indicate the commitment of top management within an organization to gender equality. Policies and action plans on gender equality which explicitly outline the importance of gender perspectives for the work of organizations serve to highlight goals and targets, give clear guidance and establish measures of good performance and provide critical impetus for professional staff to take on responsibility for incorporating gender perspectives in their day-to-day work.

19. Gender equality policies and strategies in United Nations entities have increased the level of staff awareness, including among senior managers, and provided a necessary framework for gender mainstreaming into programmes. There remain, however, gaps in implementation which need to be addressed.

20. A number of important lessons have been learned on ways by which policies on gender equality can facilitate effective gender mainstreaming. The goal of gender equality has to be placed in the context of the overall goals of the organization, clearly outlining the linkages between gender perspectives and the work of the organization and the implications for policy and programme development. Roles, responsibilities, including for managers at all levels, and accountability mechanisms should be explicitly defined, together with the institutional arrangements, including gender specialist resources and capacity-building approaches. A concise "road map" for gender equality should be further elaborated in an action plan which outlines clear, measurable goals for all areas of activity, with time frames and indicators for monitoring and evaluation.

B. Gender mainstreaming in overall organizational policies and sectoral policies/strategies

21. Efforts have been made in many entities to incorporate gender perspectives into overall organizational policies and sectoral policies/strategies, as well as in budgetary frameworks. Some good practice examples exist, which are outlined below.

22. The Office for the Coordination of Humanitarian Affairs has developed a policy framework, including an aide-memoire on protection of civilians, containing a specific section on women and war. The second UNDP multi-year funding framework, 2004-2007 identifies the promotion of gender equality as one of five key drivers of development effectiveness.

23. In the new operational priorities: guidelines for the medium-term, adopted by the United Nations Office on Drugs and Crime, one of three essential guiding principles relates to gender sensitivity by taking into account the diverse roles played by men and women in illicit drug-related activities and as agents for change. The 2004-2005 programme of work of the United Nations Environment Programme emphasizes the empowerment of women in environmental decision-making and gender mainstreaming in environmental protection and sustainable development activities.

24. In its medium-term strategy for 2002-2007, UNESCO stipulated the necessity to mainstream gender perspectives into planning, programming, implementation and evaluation activities in all areas of competence of the organization. In implementing its medium-term strategic plan, UNICEF uses a new strategic framework in its programmes: the Addressing and Involving Men framework. In its medium-term plan for 2002-2007, FAO identified gender mainstreaming as one of the 16 priority areas for interdisciplinary action. The International Labour Organization (ILO) programme and budget 2004/05 adopted gender equality as one of its operational objectives and as a cross-cutting issue in four strategic objectives (rights at work, employment, social protection and social dialogue).

25. ITU incorporated gender perspectives into its ITU-D (Development sector) Strategic and Action Plan and the work of the new task force on ICTs. Within the framework of its Integrated Programme, UNIDO identified the root causes of constraints that women entrepreneurs face, in order to address them at the policy level. The Education and Social and Human Sciences sectors in UNESCO developed specific sector policies and strategies, on the basis of which the programme budget for 2004-2005 will be implemented.

26. Within the Secretariat, attention to gender mainstreaming has been included in the instructions prepared by the Department of Management for programme budgets beginning with the biennium 2000-2001. In the context of an inter-agency project, 14 entities within the Secretariat and the system focused on gender mainstreaming in programme budget processes, in the context of work undertaken by the Inter-Agency Network on Women and Gender Equality, which led to increased attention to gender perspectives in the most recent budget documents.

27. In support of the policy-making work of substantive commissions of the Economic and Social Council,[7] divisions in the Department of Economic and Social Affairs incorporated gender perspectives into their work, including in follow-up to the major conferences and summits in the economic and social field. For example, in 2003, the Division for Social Policy and Development specifically addressed gender perspectives in follow-up to the Madrid International Plan of Action on Ageing.[8]

28. The linkages between gender equality policies and strategies and overall organizational goals and priorities are not always clearly established, resulting in neglect of gender equality as a development goal in organizational policies. Little has been achieved across the system in terms of systematically ensuring adequate attention to gender perspectives in sector policies and strategies. Without a specific link at the sector policy and strategy level, it is difficult to provide a consistent focus on gender perspectives at the operational level. Further work is needed in incorporating gender perspectives into medium-term plans and programme budgets.

III. Gender mainstreaming in programme activities

29. United Nations entities have made considerable efforts to mainstream gender perspectives in the planning, implementation and monitoring of projects and programmes, as well as other activities. Entities have worked at the operational level to draw attention to gender perspectives in data collection, research and analyses and training activities undertaken across the system. A selective overview of the diverse interventions is presented below. Further examples can be found in the gender mainstreaming kits prepared for the Economic and Social Council in 2002.[9]

30. In 2003, the Department for Disarmament Affairs included gender issues in the agenda of a conference on the illicit trade of small arms and light weapons in all its aspects in south-eastern Europe, organized in cooperation with the Organization for Security and Cooperation in Europe. The Department also held a panel discussion on "Making disarmament more effective: men and women working together". The Electoral Assistance Division of the Department of Political Affairs strove to increase the participation of women in electoral and political processes in Afghanistan, Jordan, Nigeria, Pakistan, Timor-Leste and Yemen. In some 20 countries in crisis, the Office for the Coordination of Humanitarian Affairs increased

attention to gender issues in the Common Humanitarian Action Plan and the Consolidated Appeal Process.

31. Peace operations under the Department of Peacekeeping Operations, including the United Nations Interim Administration Mission in Kosovo (UNMIK), the United Nations Mission of Support in East Timor (UNMISET), and the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC) mainstreamed gender perspectives into the work of sectoral ministries and ensured the participation of women in political processes, self-government, reconstruction and recovery, legal and law enforcement reforms, transitional justice processes, civil society activities, media, health, education and humanitarian programmes. This has been especially effective in the four missions with gender advisers. UNMIK, for example, worked with municipal gender officers in assisting local authorities in socio-economic policy-making and budget processes; UMISET endeavoured to include a gender perspective in the institution-strengthening activities undertaken by the Policia Nacional de Timor-Leste; and MONUC strove to ensure the inclusion of gender perspectives in the work of the newly established Truth and Reconciliation Commission.

32. The Department of Public Information of the Secretariat included a gender perspective in its thematic programmes and regular information products, in particular, for the 2003 International Year of Freshwater and the World Summit on the Information Society. Furthermore, gender aspects were incorporated in its outreach tools, such as the United Nations radio programmes, the News and Media Division, the *UN Chronicle* publication, the "United Nations in Action" videos and the departmental web site.

33. The Treaty Section of the Office of Legal Affairs promoted treaties impacting on the trafficking of women and children in the framework of the annual treaty event in 2003, which focused on treaties against transnational organized crime and terrorism. The United Nations Population Fund (UNFPA), in response to Security Council resolution 1325 (2000), organized a consultative meeting on the impact of conflict on women and girls with the aim of promoting the mainstreaming of gender perspectives in UNFPA operations in emergency and post-conflict situations.

34. The Economic and Social Commission for Asia and the Pacific (ESCAP) organized national summits in Pakistan, the Philippines and Sri Lanka to raise awareness of the importance of gender mainstreaming in local governance and promote women's increased participation and representation in local government.

35. The 2003 economic survey of Europe, prepared by the Economic Commission for Europe (ECE), includes an analysis of gender-specific labour market adjustments in Eastern Europe and the Commonwealth of Independent States. The recent study by the Economic Commission for Latin America and the Caribbean (ECLAC), "Social Panorama of Latin America 2002-2003", contains a specific chapter on poverty and gender. The annual UNCTAD flagship e-commerce and development report in 2002 introduced a chapter on gender, e-commerce and development. Gender perspectives are also integrated into three recent publications by the United Nations University focusing on African institutional reform, post-conflict peace-building in Africa, and inequality and social structures in economies in transition.

36. ITU organized regional seminars on gender and ICT to promote awareness and knowledge within the telecommunication industry at national and regional levels. In

the area of HIV/AIDS, UNDP promoted institutional capacities for the advancement of women in crisis situations and the protection of women's rights in post-conflict situations, and incorporated gender perspectives in field manuals and its operations on landmines, disarmament, demobilization and recovery. UNICEF promoted strategies for working with parents and guardians to reduce the vulnerability of young women and girls to HIV. UNAIDS designated "Women and AIDS" as the theme for World AIDS Day in 2004.

37. In the context of the United Nations Literacy Decade, the first two years of which are dedicated to gender and literacy, UNESCO is exerting efforts to eliminate gender disparities in access to primary and secondary education by 2005. The United Nations Development Fund for Women (UNIFEM) supported gender-responsive budgeting initiatives in 20 countries, resulting in some cases in increased allocation of resources. The United Nations Research Institute for Social Development (UNRISD) mainstreams gender perspectives into five research programmes as a cross-cutting theme. In the area of governance, programmes to enhance women's participation in decision-making and community development were developed by the United Nations Volunteers in Albania, Rwanda, and Kyrgyzstan. When reviewing proposals for technical cooperation projects, the International Civil Aviation Organization pays particular attention to gender perspectives in relation to human resources and training.

38. The existence of strong gender equality policies with an explicit commitment to gender mainstreaming supports the incorporation of gender perspectives at the programme level. For example, five regional offices of ILO have developed policy statements and strategies based on the mainstreaming strategy for the ILO Decent Work Agenda.

39. The lack of attention to gender perspectives in existing mechanisms and instruments, such as poverty reduction strategy papers, CCA/UNDAFs, national human development reports and Millennium Development Goal country reports, hinders attention to gender equality at programme level.[10] A recent joint International Monetary Fund (IMF)/World Bank analysis of progress in implementing poverty reduction strategy papers[11] revealed that while most do address gender issues, the attention is often limited to health and education programmes. Gender issues need to be incorporated more systematically into all existing planning mechanisms and instruments.

40. Gender analysis, a critical instrument for gender mainstreaming, is not systematically utilized within United Nations entities, and this hinders implementation. Gender equality perspectives should be an integrated part of all existing analyses, such as country analyses or poverty analyses, carried out as part of the identification, preparation, implementation and monitoring of interventions.

41. While many programmes and activities have increasingly supported the overall goal of gender equality through gender mainstreaming, attention to gender perspectives remains overly dependent on the awareness, commitment and capacity of individual staff members and experts, rather than on clearly articulated organizational priorities. Other challenges include lack of institutional accountability for gender mainstreaming, weak monitoring mechanisms and the difficulties in implementing gender equality policies and strategies on the ground in highly complex organizations with a multitude of implementing partners.

IV. Institutional mechanisms

42. United Nations entities have established institutional mechanisms to support the implementation of gender mainstreaming, including specialist resources, capacity-building activities, monitoring mechanisms, methodologies and tools, and statistics and indicators. A selective overview of developments in institutional mechanisms is provided below.

A. Specialist resources

43. Many United Nations entities have established gender units or gender specialist advisers. Some have also appointed gender task forces or established networks of gender focal points (non-specialists assigned to spend part of their time on catalysing and monitoring progress in gender mainstreaming) both at headquarters and in the field. The mandates, access to decision-making processes, support from high levels and resource allocations of these experts and focal points vary considerably across the United Nations system.

44. The Office of the United Nations High Commissioner for Human Rights (OHCHR) provides an example of a comprehensive institutional mechanism to support gender mainstreaming. Since 2001, a full-time Gender Coordinator, with specifically earmarked funding, facilitates the work of a network of gender focal points, consisting of staff members who add this function to existing responsibilities. More than one third of the members of the network are middle- to senior-level staff and there is an increased number of men in the network. The Department of Gender and Women's Health in the World Health Organization (WHO) has a central role in promoting gender mainstreaming both within the organization and in country programmes. A senior-level cross-organizational Gender Task Force has been appointed to oversee the implementation of the gender policy. There are also gender focal points in different departments across the organization. All six of the regional offices have at least one gender focal point and a number of country offices also have gender focal points with budgets. In UN-Habitat, the Chief of the Gender Mainstreaming Unit is a member of the Senior Management Board, which provides strategic access to information and decision-making processes.

45. A number of large peacekeeping missions under the Department of Peacekeeping Operations deploy specialist resources, among them UNMIK, MONUC and UNMISET. In 2003, the Economic and Social Commission for Western Asia (ESCWA) established a Centre for Women.

46. The Office for the Coordination of Humanitarian Affairs and UN-Habitat have established gender task forces. UNIDO and UNESCO have established networks of gender focal points. Some entities have also established external advisory groups to support their work. The International Atomic Energy Agency established an International Advisory Group for Gender Issues. An External Gender Consultative Group also provides support to the Gender and Development Adviser at the World Bank.

47. Although the mainstreaming strategy requires a shift of responsibility for promoting gender equality from specialists to all personnel, especially at management levels, this does not imply that gender specialists are no longer required. The need for specialist support can be increased with the implementation

of the mainstreaming strategy, particularly during initial periods. Effective roles for gender specialists require adequate allocation of resources, clear mandates and strategic location within organizations. Specialists require in particular the strong support of senior management.

48. Responsibility for gender mainstreaming should not be restricted to gender specialists in organizations. Gender specialists should catalyse, advise and support the efforts of others. To ensure that responsibility for gender mainstreaming is assumed by all Professional staff, it is important for the responsibilities of different categories of staff to be clearly defined and accountability measures established.

49. Specialist expertise within most United Nations entities should be strengthened, including by ensuring adequate human and financial resources. Increased involvement of men as specialists and focal points should be promoted. Enlisting political commitment at the highest level within entities and strengthening the role of senior managers in assuming leadership for gender mainstreaming is critical for ensuring accountability.

B. Capacity-building

50. Many United Nations entities recognize the value of capacity-building programmes for developing knowledge, commitment and skills to gender mainstreaming among staff and in partner institutions. A wide variety of training programmes has been developed, including general training on gender mainstreaming as well as training tailored for specific sectors. Diverse approaches to capacity development have also been established, including traditional training programmes and more tailored consultative processes. Guidelines, tools and action plans or strategies are also developed with the active involvement of participants as a competence development process. Training materials covering a wide range of sectors and issues have been developed throughout the system.

51. The Office of Human Resources Management provides resources for gender-mainstreaming training in departments within the Secretariat. The Department of Economic and Social Affairs organized training on gender mainstreaming for Professional staff from all its divisions, through a collaboration between the Office of the Special Adviser on Gender Issues and of Advancement of Women, the Division for the Advancement of Women and the Office of Human Resources Management. Gender-mainstreaming training has also been provided in a large number of other United Nations entities, including the Department of Peacekeeping Operations, the Department of Political Affairs, ESCWA, ESCAP and the United Nations Office at Vienna (UNOV). FAO organized briefing seminars on its Gender and Development Plan of Action at all regional offices and consolidated the network of divisional focal points through training. As a result of a training workshop on gender mainstreaming in budgeting, the new UNFPA coding system is more gender-sensitive.

52. The Office for the Coordination of Humanitarian Affairs held a number of working sessions with staff to identify opportunities and obstacles for gender mainstreaming. Consultations with staff on the development of the Gender Mainstreaming Plan of Action within the Department for Disarmament Affairs raised the levels of awareness, commitment and capacity. UNESCO developed a gender-training programme for its gender focal point networks in the secretariat and

at field offices. The World Bank trained field-based country gender focal points, as well as clients, in gender aspects of poverty reduction strategy papers.

53. Some attempts have been made to incorporate gender perspectives into existing training programmes. WHO, for example, organized presentations on gender mainstreaming in induction sessions for new staff. Further efforts need to be made to influence training programmes in areas such as poverty reduction, macroeconomics and sustainable development, in order to develop greater awareness of the linkages between gender perspectives and those areas.

54. UNFPA organized a training workshop on skills development to build the capacity of women's non-governmental organizations from conflict and post-conflict regions. The Office for the Coordination of Humanitarian Affairs, with the support of the Security Council and interested Member States, organized a series of regional workshops on the protection of civilians, including women and girls, in an effort to broaden the audience for protection policies and mainstream them in decision-making processes in Member States, particularly those that contribute peacekeeping troops or experience conflict directly or indirectly. The Office of the United Nations High Commissioner for Refugees (UNHCR) involved men in training-of-trainers programmes on gender analysis in Guinea, Kenya, Liberia, Sierra Leone and Timor-Leste.

55. The Economic Commission for Africa (ECA) organized training workshops for government officials and NGOs from 19 African countries to build capacity in the formulation, implementation and monitoring of comprehensive gender-mainstreaming policies and institutional mechanisms. Follow-up was undertaken in 14 countries and, as a result, some already have gender policies or policies for the advancement of women and are in the process of training gender focal points. Regional symposiums on gender mainstreaming have been organized, through a collaboration between the Office of the Special Adviser on Gender Issues and Advancement of Women/Division for the Advancement of Women and ESCAP and ESCWA.

56. UNHCR developed a gender training kit on the protection of refugee women. UNFPA developed a comprehensive training manual on gender, population and development and strengthened the technical capacity of country support teams. The Internal Displacement Unit of the Office for the Coordination of Humanitarian Affairs has developed a training package on women as internally displaced persons, and its Relief Web site lists gender training materials. FAO is currently finalizing training manuals on gender, biodiversity and local knowledge. It has also launched a bimonthly e-newsletter as an instrument for sharing information on gender-related actions and lessons learned among staff. UNAIDS, together with UNIFEM, has launched HIV/AIDS and gender training materials to be used by all United Nations system staff.

57. Capacity-building efforts in the United Nations have not always been as effective as could be desired. Greater attention must be given to the evaluation of impacts. One contributing factor is the lack of systematic follow-up to training programmes. Training should also be more specifically tailored to the needs of participants. Training should be sector-specific but should also provide guidance on incorporating gender perspectives into different types of activities and work tasks that participants are involved in on a day-to-day basis. Gender analysis methodologies are only useful if advice is provided on how they can be practically

applied in the work of participants. A greater sharing of experiences and good practice on capacity-building would be useful.

C. Monitoring mechanisms

58. Monitoring and accountability mechanisms for gender mainstreaming are still relatively weak within the United Nations. In many entities, monitoring is carried out mainly through specific evaluations, audits or surveys. To a lesser extent, attention is given to the monitoring of progress in gender mainstreaming in regular evaluation and reporting processes. A lack of gender-specific information and sex-disaggregated data, as well as targets and indicators, constitutes a major obstacle to effective monitoring. Weaknesses in monitoring compound problems with accountability. Positive examples of the progress which has been achieved are provided below.

59. ILO carried out a gender audit to ascertain the levels of gender awareness and capacity and the progress made in drawing attention to gender issues in the organization. The Office of Internal Oversight Services has introduced sex disaggregation of data as a requirement in the information collected for programme performance in the Secretariat.

60. The six core practices of UNDP and its strategic results framework on gender require regular progress reports. For OHCHR, the key monitoring mechanism is a yearly report of the Secretary-General to the Commission on Human Rights on the integration of women's rights and gender perspectives in the United Nations system. The UNICEF annual reports on country programmes are reviewed at headquarters and all gender-related findings have been entered into a specific database. IFAD has established a revised reporting system to ensure the institutionalization of its plan of action. The Gender Action Plan of the Department for Disarmament Affairs and the UNESCO Gender Mainstreaming Implementation Framework also include monitoring mechanisms.

61. The evaluation services of UNDP and the Office for the Coordination of Humanitarian Affairs have incorporated gender issues into terms of reference for evaluations and strengthened the capacity of evaluation teams to include gender issues in their analysis. For example, an evaluation of the response and coordination services of the Office for the Coordination of Humanitarian Affairs and the United Nations Office for the Coordination of Humanitarian Assistance to Afghanistan during the emergency in Afghanistan from July 2001 to July 2002[12] included a specific section on promoting gender equality. Gender equality is one of six impact domains in the IFAD new methodological framework for evaluation; and the UNEP final evaluation reports of project outputs include gender perspectives.

62. The Monitoring and Evaluation Unit in UN-Habitat published its first evaluation report on gender mainstreaming in early 2003. In ILO, 18 participatory gender audits revealed a need for further capacity-building of staff and partners concerning gender concepts and the practical aspects of gender mainstreaming. Lessons learned also included the importance of ownership and the inclusion of both women and men in the audit teams. UNHCR is developing a core set of standards and indicators to monitor and evaluate performance, including in budget and reporting processes.

63. The Gender Mainstreaming Unit in UN-Habitat is represented on the Project Review Committee, which monitors gender mainstreaming in project formulation. Those UNRISD Board members with expertise and commitment to gender mainstreaming monitor the incorporation of gender perspectives into the work of UNRISD, thereby providing a strong incentive for research coordinators to raise gender issues in their respective areas.

64. The monitoring of gender mainstreaming in project implementation is a major challenge, especially at the level of specific impacts. Some entities have undertaken steps to assess progress at the field level. The results-oriented annual reports of UNDP for 2001 and 2002 show progress in gender-mainstreaming activities, with an increased number of countries reporting such interventions. At the World Bank, the first annual monitoring report on implementation of the gender-mainstreaming strategy indicated that progress is being made, particularly in country level activities. However, while lending in the human development sectors of education, health, nutrition and population tends to be gender-responsive, less attention is given to gender issues in other sector areas. OHCHR for its part developed efforts to begin systematic monitoring of the integration of gender perspectives in its seminars and workshops in 2003.

65. Lack of adequate accountability mechanisms remains a major constraint to gender mainstreaming. In 2002, UNDP adopted a corporate practice note on gender equality that made all staff and managers responsible for gender mainstreaming in every aspect of UNDP work. The World Bank, in developing its gender mainstreaming strategy, established an accountabilities table which indicated the need for clear delineation of responsibilities for gender mainstreaming.

D. Development of resources and tools

66. United Nations entities have developed resources and tools for gender mainstreaming. Manuals or guidelines exist for almost every area of work covered by the United Nations system today. Many of the resources and tools are, however, inadequately utilized. Increased exchange of resources across the system would be beneficial. Only a small sample of the wide variety of resources available can be provided in the present report.

67. UNFPA prepared guidelines on support for gender issues in population and development. UN-Habitat has published a manual for project and programme cycle management. FAO produced technical guides on gender and household resources management and gender and microfinance. The field guidelines circulated by the Office for the Coordination of Humanitarian Affairs refer staff to resources on the gender dimensions of humanitarian response. UNICEF tested a gender assessment tool for mainstreaming in country programmes in 2003.

68. WHO developed capacity for gender mainstreaming in member countries through a review paper and guidelines on integrating gender in HIV/AIDS programmes, which are being tested at the country level. A new programmatic tool on gender analysis in health, "Mainstreaming Gender in Health: A WHO Manual for Health Managers", has been tested with WHO staff at headquarters. Country gender assessments, developed by the World Bank as part of its gender mainstreaming strategy, are devised as a consensus-building process, based on empirical

information analysis and inclusive consultations, which identify gender-responsive actions important for poverty reduction and economic growth.

69. ECA launched an African Women's Report, including an African Gender and Development Index, to assist member States in tracking the status of women on a continuing basis. As a follow-up to the training programme on gender mainstreaming in the Department of Economic and Social Affairs, the Office of the Special Adviser on Gender Issues and Advancement of Women prepared a publication entitled *Gender Mainstreaming: An Overview* to provide further guidance on gender mainstreaming. The Department for Disarmament Affairs, UNOV and the Division for Social Policy and Development and the Sustainable Development Division within the Department of Economic and Social Affairs, in collaboration with the Office of the Special Adviser on Gender Issues and Advancement of Women and the Division for the Advancement of Women, prepared briefing notes on gender mainstreaming in disarmament, crime prevention and drug control, sustainable development and social development.

70. Gender-mainstreaming tools are accessible online through the new UNESCO Gender Mainstreaming Resource Centre. UNIFEM launched a Gender and AIDS web site portal in February 2003 and the World Intellectual Property Organization launched a new web page in October 2003 to draw attention to gender and intellectual property activities. A directory of gender resources, including gender-mainstreaming tools, can also be accessed through the web site of the Inter-Agency Network on Women and Gender Equality, WomenWatch.[13]

E. Sex-disaggregated data, gender-specific information and indicators

71. Although United Nations entities have focused on the collection, analysis and use of gender-specific information and sex-disaggregated data as well as the development and use of indicators to measure the results of gender-mainstreaming policies and programmes, there remain major gaps and challenges. UNCTAD, for example, has pointed out the dearth of sex-disaggregated statistics in the trade and financial areas. OHCHR noted that sex-disaggregated data are scarce for some civil and political rights issues, and where they are available on economic, social and cultural issues, they do not always reflect human rights dimensions appropriately.

72. The Statistics Division of the Department of Economic and Social Affairs has continued to mainstream gender perspectives in the compilation and dissemination of socio-demographic statistics. Efforts are being made to improve concepts and methods to better reflect the status and the contribution of women and men to the economy and society, for example through the development of an international classification of activities for time-use statistics, measuring remunerated and unremunerated work. Sex-disaggregated data are also available in the statistics series contained in the United Nations Common Database.

73. ECE has cooperated with UNDP on improving the scope of available data and capacity-building in member countries. Its gender statistics database and web site have been updated and further developed in close cooperation with the network of gender focal points in national statistics offices. ECE, ECLAC and ESCAP have made major progress in improving work on statistics and indicators at the regional level. ESCWA provided technical assistance and advisory services to several

countries on gender statistics. The ESCWA Status of Arab Women Index, which adds new cultural and political indices to those already developed by UNDP, are being tested.

74. ILO makes specific efforts to collect employment-related sex-disaggregated statistics by sector, occupation and other criteria. FAO provided technical assistance to 23 of its members to enhance their collection of sex-disaggregated data. WHO is strengthening national capacity to collect and use sex-disaggregated data for gender analysis of health issues, for example, through the development of gender indicators and women's health country profiles. Under its new operational priorities, the United Nations Office on Drugs and Crime is committed to improve the collection of sex-disaggregated data.

75. Entities are making efforts to ensure that baseline data are collected. WFP has enhanced its commitment to baseline survey methodology by developing a pilot activity and training staff members from approximately 40 countries. Following training by ECE, at least eight countries have submitted their initial baseline reports on the status of gender mainstreaming. UNICEF continues to support surveys, including multiple indicator cluster surveys. UN-Habitat's household surveys are being piloted in a number of countries to capture information about men and women, and if successful, such methodologies will be upscaled.

76. the United Nations Volunteers provided advisory services on the use of sex-disaggregated statistics in socio-economic planning and programming in the Lao People's Democratic Republic. UNMIK, in cooperation with the Kosovo Statistical Office, is developing disaggregated statistics.

77. UNFPA held an expert group meeting on population and gender indicators in the Millennium Development Goals and a series of minimum indicators was selected for programme monitoring. FAO developed and tested gender-sensitive indicators in natural resource management and land use. ILO established indicators, focusing on the ratification and application of four key ILO conventions, to measure progress by its constituents in taking positive action to increase gender equality in the world of work. The United Nations University placed specific emphasis on the development of gender-related indices for human well-being.

V. Conclusions and recommendations

78. **Although policies and strategies are in place in many entities and there has been an increased focus on the development of training, methodologies and tools, a large gap remains between policy and practice. Gender equality is not yet fully integrated into the work of the United Nations.**

79. **Some important lessons have been learned on the promotion of gender equality through the gender-mainstreaming strategy, as a complement to targeted interventions for women and gender equality. Mainstreaming requires an active approach; there must be a clear objective to mainstream gender equality perspectives into all interventions and a concrete action plan needs to be developed. Attention to gender perspectives should be explicit; mainstreaming is not being achieved if gender equality issues are not highly visible.**

80. **Remaining constraints to the full implementation of gender mainstreaming include inadequate support for and follow-up of gender equality policies and strategies; poor utilization of gender analysis; inadequate monitoring mechanisms, including indicators for assessing progress; and a number of critical institutional constraints, including continued lack of competence and poor accountability.**

81. **Considerable work remains to be done on developing awareness, commitment and capacity among United Nations staff. The existence of policies and strategies, even when accompanied by clear guidelines and implementation plans, has not always led to the desired change in attitudes and practices. Methodologies and resources are not being utilized to the fullest extent. Increased explicit support from senior management levels, in clarifying responsibilities, demanding accountability and providing support, is critical for moving forward with the implementation of gender mainstreaming.**

82. **The Commission may wish to encourage United Nations entities to, within their mandates, take the following actions:**

A. **Inter-agency support for gender mainstreaming**

(a) **Increase exchange of experiences and good practice on gender mainstreaming in all areas through existing networks;**

(b) **Incorporate gender perspectives in inter-agency collaboration in all areas;**

(c) **Utilize the Inter-Agency Network on Women and Gender Equality more effectively to support gender mainstreaming.**

B. **Policy and strategy frameworks for gender equality**

(a) **Establish gender-equality policy frameworks, where such frameworks do not exist;**

(b) **Link gender equality policies more clearly to organizational goals and priorities;**

(c) **Develop strategies and action plans to ensure implementation of policies;**

(d) **Assess the impact of gender equality policies and strategies in order to identify and address constraints to their full implementation;**

(e) **Increase management commitment and develop effective accountability mechanisms.**

C. **Gender mainstreaming in sector policies and strategies**

(a) **Integrate gender perspectives into organizational policies and sectoral policies and strategies;**

(b) **Increase attention to gender perspectives in medium-term plans and programme budgets;**

(c) Ensure explicit attention to gender perspectives in the servicing of intergovernmental processes, including the functional commissions of the Economic and Social Council.

D. Gender mainstreaming in programme activities

(a) Increase capacity for gender analysis and utilize gender analysis systematically at both policy and programme levels;

(b) Integrate gender perspectives into existing analyses, such as sector analyses or poverty analyses;

(c) Incorporate gender perspectives into all existing mechanisms and tools, such as the poverty reduction strategy papers, CCA/UNDAFs, Millennium Development Goals country reports, and Human Development Country Reports;

(d) Improve monitoring and reporting mechanisms on incorporation of gender perspectives into programmes and on impacts at the country level;

(e) Continue to support Governments in their efforts to implement gender mainstreaming.

E. Institutional mechanisms

Specialist resources

(a) Strengthen the leadership role of managers for gender mainstreaming;

(b) Ensure access to information and decision-making processes, adequate resources and explicit support from management levels for gender specialists and focal points in headquarters and in the field;

(c) Increase the involvement of men as specialists and focal points.

Capacity-building

(a) Assess the impact of existing training programmes and develop strategies to improve their effectiveness;

(b) Focus resources on training specifically tailored to the needs of participants and on follow-up processes;

(c) Incorporate gender perspectives into all existing training programmes;

(d) Increase the number of male trainers.

Monitoring mechanisms

(a) Carry out regular audits on progress in gender mainstreaming;

(b) Require reporting on progress in gender mainstreaming as an integrated part of existing monitoring and evaluation processes;

(c) Utilize the Millennium Development Goals framework to increase the focus on implementation, targets and impacts.

Development of resources and tools

(a) **Improve dissemination of resources and tools, including through training programmes;**

(b) **Ensure systematic exchange of resources and tools across the system to promote cross-fertilization of ideas.**

Sex-disaggregated data, gender-specific information and indicators

(a) **Require sex-disaggregation of all relevant data;**

(b) **Require collection of gender-specific information as the basis for all analysis and policy development;**

(c) **Provide support to and collaborate with national statistical offices;**

(d) **Promote increased collaboration between the users and the producers of statistics and indicators on gender equality;**

(e) **Utilize the Millennium Development Goals framework to increase the focus on targets and indicators;**

(f) **Build on the initiatives undertaken by the regional commissions to develop a comprehensive global set of indicators.**

Notes

[1] See *Official Records of the Economic and Social Council, 2003, Supplement No. 7* (E/2003/27), chap. I.C.

[2] See *Official Records of the General Assembly, Fifty-second Session, Supplement No. 3* (A/52/3), chap. IV, para. 4.

[3] Since the focus of the report is on the gender mainstreaming strategy, it does not address human resources policies or the status of women in United Nations entities. Nor does it address programmes that focus on the empowerment of women through interventions specifically aimed at this target group, which complement the gender mainstreaming strategy.

[4] The following United Nations entities contributed information to the report: Department of Economic and Social Affairs (DESA); Division for the Advancement of Women, Development Policy and Planning Office, Division for Social Policy and Development, Division for Sustainable Development, Financing for Development Office, Secretariat of the United Nations Forum on Forests, Statistics Division; Department for Disarmament Affairs; Department of Political Affairs; Department of Public Information; Department of Peacekeeping Operations; Economic Commission for Africa (ECA); Economic Commission for Europe (ECE); Economic and Social Commission for Asia and the Pacific (ESCAP); Economic and Social Commission for Western Asia (ESCWA); Economic Commission for Latin America and the Caribbean (ECLAC); Food and Agriculture Organization of the United Nations (FAO); International Atomic Energy Agency (IAEA); International Civil Aviation Organization (ICAO); International Fund for Agricultural Development (IFAD); International Labour Organization (ILO); International Monetary Fund (IMF); International Research and Training Institute for the Advancement of Women (INSTRAW); International Telecommunication Union (ITU); Office for the Coordination of Humanitarian Affairs; Office of Internal Oversight Services; United Nations Office on Drugs and Crime; Office of the United Nations High Commissioner for Human Rights; Office of Legal Affairs: Treaty Section; Office of the Special Adviser on Gender Issues and Advancement of Women; United Nations Human Settlements Programme (UN-Habitat); Joint United Nations Programme on HIV/AIDS (UNAIDS); United Nations Conference on Trade and Development (UNCTAD); United Nations Development Programme (UNDP); United

Nations Environment Programme (UNEP); United Nations Educational, Scientific and Cultural Organization (UNESCO); United Nations Population Fund (UNFPA); Office of the United Nations High Commissioner for Refugees (UNHCR); United Nations Children's Fund (UNICEF); United Nations Industrial Development Organization (UNIDO); United Nations Development Fund for Women; United Nations Research Institute for Social Development; United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA); United Nations University (UNU); United Nations Volunteers (UNV); World Bank; World Food Programme (WFP); World Health Organization (WHO); World Intellectual Property Organization. The International Organization for Migration (IOM), though not part of the United Nations system, also provided useful information.

[5] ST/SGB/2003/13.

[6] Composed of UNAIDS, UNIFEM, UNFPA, UNICEF, the Division for the Advancement of Women, WHO, ILO, UNESCO, UNDP, WFP, FAO and UNHCR.

[7] The gender mainstreaming activities of the functional commissions of the Economic and Social Council and other bodies will be discussed in the report of the Secretary-General to the Economic and Social Council at its session in 2004.

[8] See A/58/160.

[9] www.un.org/womenwatch/ianwge/gm_facts/.

[10] See A/58/135.

[11] International Monetary Fund and International Development Association, "Poverty Reduction Strategy Papers — Detailed Analysis of Progress in Implementation", prepared by the staffs of IMF and the World Bank, 15 September 2003, p. 25.

[12] "Evaluation of the OCHA and UNOCHA Response and Coordination Services during the Emergency in Afghanistan — July 2001 to July 2002", report commissioned by the Evaluation and Studies Unit of the Office for the Coordination of Humanitarian Affairs, November 2002.

[13] www.un.org/womenwatch.